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ECONOMIC COMMISSION FOR LATIN AMERICA
Office for the Caribbean



INTERIM REPORT

ON

PORT ADMINISTRATION

ST. LUCIA

Prepared by

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and Administration

ST. LUCIA

The first visit to this island covered the period 21 to 25 July 1971.

During this period the port was visited twice, to get first hand impressions and data about cargo handling (i.e. discharge, storage and transit of cargo), and about the present situation on the wharf or the apron (quay), in the warehouses (transit sheds) and all the surrounding spaces.

To get as much objective information as possible, the Permanent Secretary of the Ministry of Communications and Works, Mr. F. Louisy, arranged several discussions with the representatives of the both sides concerned, namely the government and the port users, Shipping Agents etc. (see Appendix I).

Although all the discussions contributed - more or less - to broadening the insight and information regarding the difficulties in the port, only the short conversation with the Premier, the Hon. J.M. Compton led to putting the problems into concrete form.

After a short introduction, in which was expressed the anxiety of the Government about the situation, especially in relation to the flow of goods expected during the last months of this year, the Premier summarized the problems as follows:

- (a) determination of the form of Port Administration that would be preferable;
- (b) detailing the measures that would have to be taken to get an improvement of the situation at short notice;
- (c) indicating whether the pilotage should be a private organization, or whether it is preferable to have it as a separate service under the control of the Port Authority.

Note: Because on Saturday 24 and Sunday 25 July the offices were closed, only 2-1/2 days could be used for consulting the authorities at Castries.

These days of the weekend were used to write notes on the several discussions and to meet the Honorary Consul of the Netherlands, Mr. Deveaux, who is a businessman at Castries.

In view of the serious situation and the manner of posing the problems, in my opinion the purpose of my mission to this Island - with the approval of the Director of the ECLA Office at Port of Spain - is to find a solution, acceptable as well for the Government of St. Lucia as for the port users, shipping agents, etc.

PORT ADMINISTRATION

Generally speaking, the best planned port will not be efficient unless it is properly managed, under a reasonable administrative system. There are several forms of managing ports; the most successful is beyond any reasonable doubt the autonomous form, and the least successful is direct management by the State or a Central Governmental department.

The main principles upon which the improved port administration should be based can be summarized as follows:

(i) Autonomy

A Government-owned port of national importance is best managed by a separate autonomous or semi-autonomous body, (the Port Authority) under general overall supervision by the Government.

To function efficiently the Port Authority must have the right to establish its own rules and regulations, to select, appoint and promote the staff in accordance with professional skills and abilities of the individuals concerned, and not act under the pressures of political affiliations.

The Port Authority should be fully responsible for the current administration of the port, within the framework of the government's port development policy. It should be sufficiently flexible to take prompt decisions, dictated by day-to-day requirements, without being obliged to wait for Government's approval on matters of detail.

(ii) Financial Independence

The current financial management of the port should be entirely separated from the finances of the State.

The port should have its own separate budget, both for revenues and expenses.

Proceeds of port dues and other receipts should be used exclusively for administration and for maintenance and improvement of the port, and should not be absorbed by the treasury of the State.

The port should be financially self-supporting, so far as ordinary expenses are concerned.

Funds for major port construction schemes must usually be provided by the State.

(iii) Management Methods

The bureaucratic systems that usually prevail in governmental departments, with rigid rules and regulations, are ill-suited to port operations. The need is to facilitate commercial operations, which demands a more elastic and practical system of management and which is adaptable to the changing requirements of the traffic.

(iv) Authority

The Port Authority should have jurisdiction over the entire port area and all main port functions.

The port should be managed as one complete unit, and should not be split into separate parts and different jurisdictions. A unified command should be exercised over various functions of the port, such as movement of vessels, pilotage, navigation, police, allocation of berths, use of mechanical equipment and of storage facilities, as well as over maintenance, improvement and construction of all port installations. All these functions need to be closely co-ordinated if overall efficiency is to be achieved.

It is not advisable, however, for the port administration to engage in purely commercial activities, as stevedoring or physical handling of cargo on shore. Such functions are usually better performed by private

contractors under a certain degree of supervision by the port management.

In the present situation of St. Lucia it is impossible to introduce such an administration in one step, or to realise it on a short term basis. Shortage of well qualified personnel and mechanical equipment make a Transitional Administration necessary, within which all available manpower must be used as well as possible. As in the case of St. Vincent, it should be possible to create under the guidance of an expert such a transitory managing body, whose functions would include drafting all the requisite bye-laws, regulations etc. with the assistance of the existing local civil servants and other persons. This would facilitate transformation gradually into an autonomous - or semi-autonomous-Port Authority after attracting and training the personnel required.

This transitional administration however will be faced, immediately on its establishment, with one of the most serious of difficulties which can happen to a port, namely congestion. Such a situation naturally requires special measures, which will affect the organization of the temporary Port Authority.

The final proposals for specific form of the transitional administration will depend on the coming consultation with the authorities concerned at St. Lucia, where a temporary and a "final" organization Chart for Castries Harbour shall be discussed. Some possibilities are
..... mentioned in Appendices II to VIII.

The starting points for these Charts were:

- Circumstances prevailing in the port (lack of storage room, etc.), which makes it better to operate transit sheds as public facilities, open to all port users under supervision of the Port Manager. Even temporary physical handling of cargo may have to be done by own personnel/labour of the port administration to assure a proper service to port users.
- A smooth uninterrupted flow of cargo through the port should be assured, with no waiting time for vessels and no delays for processing cargo on shore.

- Formalities connected with loading and discharging of vessels and with clearance and delivery of cargo should be as simple as possible. Unnecessary paper work should be avoided in order to alleviate the burden of the responsible officials and of port users, and to prevent accumulation of cargo within the port (congestion).
- As Customs practices and regulations are one of the sources of delays, their control should be strict but not to the point of impeding the rapid flow of the cargo through the port. Losses due to delays and congestions may easily exceed by far the monetary benefits that could be derived from an over-zealous application of Customs rules.
- Activities of Customs should be limited to the field of their proper responsibilities, that is, the collection of dues and prevention of smuggling. They should never be extended to port operations which should be under full control of the port management. In particular, Transit sheds should be operated by the port, not by the Customs.
- There are advantages to St. Lucia and to the region in having some measure of uniformity. For this reason attention is drawn to the situation in the Harbour of Kingstown, St. Vincent, where under the guidance of the CIDA expert, Captain J. Seck, a similar approach of transitional and a final managing body (the Port Authority) have been introduced and prepared for authorization.

In the coming discussions with the authorities of St. Lucia, a consideration may be to evolve a type of Port Authority, broadly similar to that of St. Vincent, as it would be of great convenience to port users and to shipping interests to know in advance that the same formalities for entry and clearance of vessels can be expected in the ports of the Leeward Islands and if possible in all the CARIFTA countries.

THE CARGO CONGESTION

At this moment the Port of Castries is facing one of the most serious problems, cargo congestion. After discussions with officials and business people I visited the port. Following this inspection I wish to state that I fully agree with all the facts mentioned in the Report of April 1969 submitted by Dr. J.A. Hempel and Mr. Pollard Moore.

Cargo Handling

The flow of cargo through the port is badly interrupted. Data of goods traffic during the years 1969 and 1970, presented to me by the Comptroller of Customs show on the one hand a fall of about 6.4% in the sector of the International Lines, and on the other a strong rise of 93% in the import and about 175% in the export of goods transported by vessels of The West Indian Shipping Company.

This could be an indication of some "little hesitation" of the International Lines to visit the Port of Castries (because of delays and other kind of troubles?) or to leave it to the WISCO, after transshipment at another port.

Sheds and Warehouses

According to drawing No. E/1013/17 of the Public Works Department at Castries Harbour, St. Lucia, at the Northern Wharf of the Port the following covered spaces are available for cargo handling operation and storage of the general cargo:

Warehouse No. I	150 x 70	-	11,700 sq. feet
Warehouse No. II	120 x 70	-	8,400 sq. feet
Warehouse No. III	120 x 50	-	6,600 sq. feet
Total		-	26,700 sq. feet

According to the formula mentioned in paragraph 139 of the Report of Mr. Appel (ECLA/POS 71/2, dated 29 January 1971) and the above mentioned data of goods traffic, the minimum required transit shed space for general cargo should be:

$$S = \frac{C \times d \times s}{360 \times t \times f} = \frac{153.475 \times 7 \times 1,60}{360 \times 0,25 \times 0,65} = 29,500 \text{ sq. feet}$$

If these warehouses are used as transit sheds (and it has to be in

every well managed port) it means also a shortage of 2,800 sq. feet at normal condition (the cargo is only allowed to stay in the transit shed for a period of maximum 1 week).

Berthing Facilities

About this the Report Hempel/Pollard Moore mentioned as follows:
Length of berthing facilities and draught of water alongside the wharves.

	<u>Length</u>	<u>Draught (L.W.)</u>
Western Wharf	500' (167 meter)	22' (7.3 meter)
Northern Wharf	720' (240 ")	25' (8.3 ")
Eastern Wharf	350' (123 ")	22' (7.3 ")

The Western Wharf is used entirely for loading of bananas; this wharf is in a very poor structural condition. (It is now partly repaired, but the condition is still very poor).

The Eastern and Northern Wharves appear to be in satisfactory condition; they are used for all the general cargo handled.

Hence it follows that in 1969 153.475 ton of general cargo have been handled along the total length of 363 meter of the Northern and Eastern Wharves together, which corresponds on an average of about 453 ton/meter/year.

As today 600 ton per meter per year is considered as the utmost minimum capacity for general cargo handling (without any support of mechanical equipment!!), it means that the transit system has functioned very badly.

In order to relieve the congestion of the wharves and the sheds, the following measures are recommended:

At short notice

- To create extra space at any suitable place or terrain for temporary open - and covered storage of goods of respectively 30,000 and 15,000 sq. feet, at least. These spaces have to be used as a temporary Queen's Warehouse for all the goods, which stay longer than a week in the mentioned warehouses (transit sheds I, II and III). As long as the congestion exist, the transfer/removal of the goods in the "Queen's Warehouse" has to be done inexorably.

Naturally the whole terrain should be fenced off and guarded, as it is "Customs Area".

- If the goods are not yet removed from the "Queen's Warehouse" after 10 days by the consignee, it has to be sold publicly (by public auction).
- Re-surfacing as soon as possible of the Apron (quay) of the Northern and Eastern Wharves to permit the use of mechanical equipment.
- To create a transitional administration (as mentioned above and in Appendices Nos. II and III) to take charge of the management of the Wharves, the sheds, the terrains and equipment necessary for a quick and uninterrupted flow of cargo through the port.
- Only the 'manager' would be responsible for the allocation of berths, discharge of cargo, transport to the sheds and storage of the goods, the use of mechanical equipment etc.; Customs should be limited to the field of their proper responsibilities, that is the collection of dues and prevention of smuggling.

In view of relieving the congestion it shall be desirable during the transitional period, at least, to assist the Manager by a Board of Advisers, where the parties in the port concerned are represented, such as:

The Harbourmaster, Customs, Port Police, the Cargo Superintendent (Superintendent Marine Terminal), a Stevedore, a Merchant/Shipping Agent and Port Labour.

At longer notice

In view of the tremendous lack of space within the existing wharf area and in order to increase the throughput, all the "activities" which are not specific to the port, especially concerning handling of general cargo, have to be replaced as soon as possible.

To this kind of activities belongs:

- | | | |
|-----------------------------------|---|-----------------------|
| - The Tourist Bureau | } | On the Northern Wharf |
| - The Curio Shop | | |
| - The Printery (annex Backstore?) | | |
| - The Cable Depot | } | On the Eastern Wharf |
| - The storage of Kerosene | | |

Especially the storage of kerosene in this sector of the port, just next to a cafe (with open fire places) has to be removed very urgently to a place without any fire-risk.

In connection with Regulations dealing with the security of the Wharf and that of Customs Area, the whole wharf area, including the above mentioned buildings and the surrounding open spaces should be fenced off and contribute to the necessary enlargement of the handling and storage capacity of the harbour, as long as the projected extension of Castries Harbour by Goode, Bunnie and Preece, Consulting Engineers is not yet realised.

THE PILOTAGE

With regard to the pilotage, generally speaking it is preferable for small ports to put this as a separate service under control of the Port Authority. Only in this way can a well functioning pilotage (with their technical and social problems) be assured at any time.

Appendix I

Officials and business people met

Hon. John G.M. Compton	-	Premier
Hon. Joseph R.A. Bousquet	-	Minister of Communications & Works
Dr. G. Louisy	-	Cabinet Secretary
Mr. F. Louisy	-	Permanent Secretary Ministry of Communications & Works
Mr. George Girard	-	Permanent Secretary Ministry of Finance
Mr. Charles Cadet	-	Permanent Secretary Ministry of Planning
Mr. Lennard Monplaisir	-	Comptroller of Customs
Mr. G.B. Crick	-	Harbour Master (Asst. P.M. Ministry of Communications and Works)
Mr. Lennox Duboulay	-	Chief Pilot
Mr. Arnott Valmont	-	President Chamber of Commerce
Mr.	-	Secretary Chamber of Commerce
Mr. J. Deveaux	-	Businessman, Shipping Agent, Honorary Consul of the Netherlands

Appendix II

Norms of Organization Methods

1. Port Administration

Generally speaking the best planned port will not be efficient unless it is properly managed, under a reasonable administrative system.

There are several forms of managing harbours/ports. Experience shows the most successful is beyond any reasonable doubt the autonomous form; the least successful is that which is directly managed by the State or a Central Governmental department.

The main principles upon which a modern port administration should be based can be summarized as follows:

1. Autonomy. A government-owned port of national importance should be managed by a separate autonomous or semi-autonomous body (the Port Authority or P.A.) under a quite general overall supervision by the Government.

The Port Authority should have the right to establish its own rules and regulations, to select, appoint and promote the staff in accordance with professional skills and abilities of the individuals concerned. It should not be forced to act in such matters under the pressure of political affiliations.

The Port Authority should be fully responsible for the current administration of the port, within the framework of the Government's port development policy.

It should be free to take prompt decisions, dictated by day-to-day requirements, without being obliged to wait for Governments approval on matters of detail.

2. Financial Independence. The current financial management of the port should be entirely separated from the finances of the State.

The port should have its own separate budget, both for revenues and expenses. It should be self financing.

Proceeds of port dues and other receipts should be used exclusively for administration and for maintenance and improvement of the port, and should not be absorbed by the treasury of the State.

3. Management Methods. The bureaucratic system usually prevailing in governmental departments, with rigid rules and regulations are not suited to port operations. The management system needs to be more flexible, to permit suitable commercial operations and practical and adaptable to the changing requirements of the traffic.

4. Authority. The Port Authority should have the jurisdiction over the entire port area and all main port functions.

A port should be managed as one complete unit and should not be split into separate parts and different jurisdictions. A unified command should be exercised over the various functions of the port, such as movement of vessels, pilotage, navigation police, allocation of berths, use of mechanical equipment and of storage facilities, as well as our maintenance, improvement and construction of all port installations.

It is not advisable, however, for the port administration to engage in purely commercial activities, as stevedoring or physical handling of cargo on shore. Such functions are usually better performed by private contractors under a certain degree of supervision by the port management.

5. Re-organization. In the present situation it is impossible to introduce such an administration in one step, or to realise it on a short time basis. Shortage of qualified personnel and essential equipment makes a Transitional Administration necessary, within which all available manpower must be used as well as possible. As in the case of St. Vincent it should be possible to create under the guidance of an expert, such a temporary managing body, whose functions would include drafting all the requisite bye-laws, regulations etc. with the assistance of the existing local civil servants and other persons. The transitional administration should be transformed gradually into an autonomous - or semi-autonomous Port Authority after attracting and training the personnel required.

It is already evident that this transitional administration would be faced soon after its establishment with one of the most serious problems that can happen to a port, namely cargo congestion.

Such a situation would naturally require special measures, and these in turn may indicate the organization of the temporary Port Authority. The form it may take could depend on the considerations raised in consultation with the authorities concerned at Dominica, where a temporary and a "final" organization Chart for Roseau Harbour shall be discussed.

Starting points for these Charts were:

- circumstances prevailing in the port (lack of storage room etc.), suggest it preferable to operate transit sheds as public facilities, open to all port users under supervision of the port manager. Initially physical handling of cargo may need to be done by own personnel of the port administration to assure a proper service to port users.
- A smooth uninterrupted flow of cargo through the port should be assured, with no waiting time for vessels and no delays for processing cargo on shore.
- Formalities connected with loading and discharging of vessels and with clearance and delivery of cargo should be as simple as possible. Unnecessary paper work should be avoided in order to alleviate the burden of the responsible officials and of port users, and to prevent accumulation of cargo within the port (congestion).
- As Customs practices and regulations are one of the sources of delays, their control should be strict but not to the point of impeding the rapid flow of the cargo through the port. Losses due to delays and congestions may easily exceed by far the monetary benefits that could be derived from an over-zealous application of Customs rules.

- Activities of Customs should be limited to the field of their proper responsibilities, that is, the collection of dues and prevention of smuggling. They should never be extended to port operations which should be under full control of the port management. In particular, Transit sheds should be operated by the port, not by the Customs.
- There are advantages in having a measure of uniformity with ports in neighbouring States. Mention may be made of the situation in the Harbour of Kingstown, St. Vincent, where under the guidance of the C.I.D.A. expert, Captain J. Seck a Transitional and a final managing body (the Port Authority) have been introduced and prepared for authorization.

Temporary Organization Chart
(Transitional Administration)

Port Council
Chairman & 4 members

Port Expert
(temporary)

Port Officer
(temporary)
(Port Manager)
(Harbour Master)

Board of Advisers
(Chairman = Port Officer)
Members = Port officials
port users, port labour

Office of the Mgr.
Secretary of the P.A.

1. Sub. dept. Adm.

Correspondence
Records

Estate matters

Agreements, Leases
Regulations, Bye-laws
Purchasing

2. Sub. dept. Finance

Accountancy, Annual
Costs, Budget Costs

Income Section

All Port Dues, Charges
Tonnage Dues etc.

Expenditure Section

Accounts payable
Internal Audit Section

Technical Department

Port Engineer

1. Sub-Department

Public Works

- Temporary buildings
(Queen's Warehouse)
- Repair aprons Northern
and Eastern Wharfs
- Fencing off all spaces
of the port
- Maintenance on building,
sheds, etc.

Sub. Department

Materials

- Maintenance of the
Mechanical Equipment
- Garage, spare parts
store

Marine and Terminal
Department

Superintendent:

Ass. Harbour Master

Sub. department

Terminals

1. Wharf managers

Supervisors of Warehouse,
Apron, Shed, open
storage, open cargo
placement, shed adm.
Dock and Shed Labour

2. Sub. department

Mech. equipment

Operation of forklifts
Tow trucks & trailers
Mob. cranes

Security
Port Police

Sub. department

Marine

- Pilotage, Port
Entry
- Public Ports
Mooring, Berthing
- Navigational Aids
Air/Sea rescue
- Marine regula-
tions
- Signal station
Lights, Buoys

Temporary Organisation Chart
(Transitional Administration)

Port Expert
temporary

Office of the Manager

Secretary of the
Port Authority

1. Sub. department

Administration

Correspondence
Records

Estate Matters

Agreements, Leases,
Regulations, Bye-Laws

2. Sub. department

Finance

Accountancy, Annual
costs, Budget costs

Income Section

All Port Dues

Tonnage Dues

Charges, Statistics

Expenditure section

Internal Audit Section

Technical Department

Maintenance of

1. All civil technical
Works

Aprons, sheds,
buildings, wharfs,
pallets

2. Mechanical Equipment
forklifts

Tow trucks & trailers

Mob. Cranes

Garage - spare parts
store etc.

Appendix No. IV

Port Council

Chairman & 4 members

Port Manager

Deputy:
Harbour Master

Board of Advisers

(Chairman = Port Manager)
Members = port officials,
port users, port labour

Terminal Department

Superintendent

1. Wharf managers

Supervisors of

Apron I, II, III..
Shed I, II, III...

Warehouse/s

2. Senior Mech. Oper.

Assignment, equip-
ment and
station operators

Marine Department

Harbour Master

1. Pilotage & Port

Entry

2. Public Ports

Mooring, Berthing

3. Navigational Aids

Air/Sea Rescue

4. Signal station

Lights, Buoys

5. Marine regula-
tions

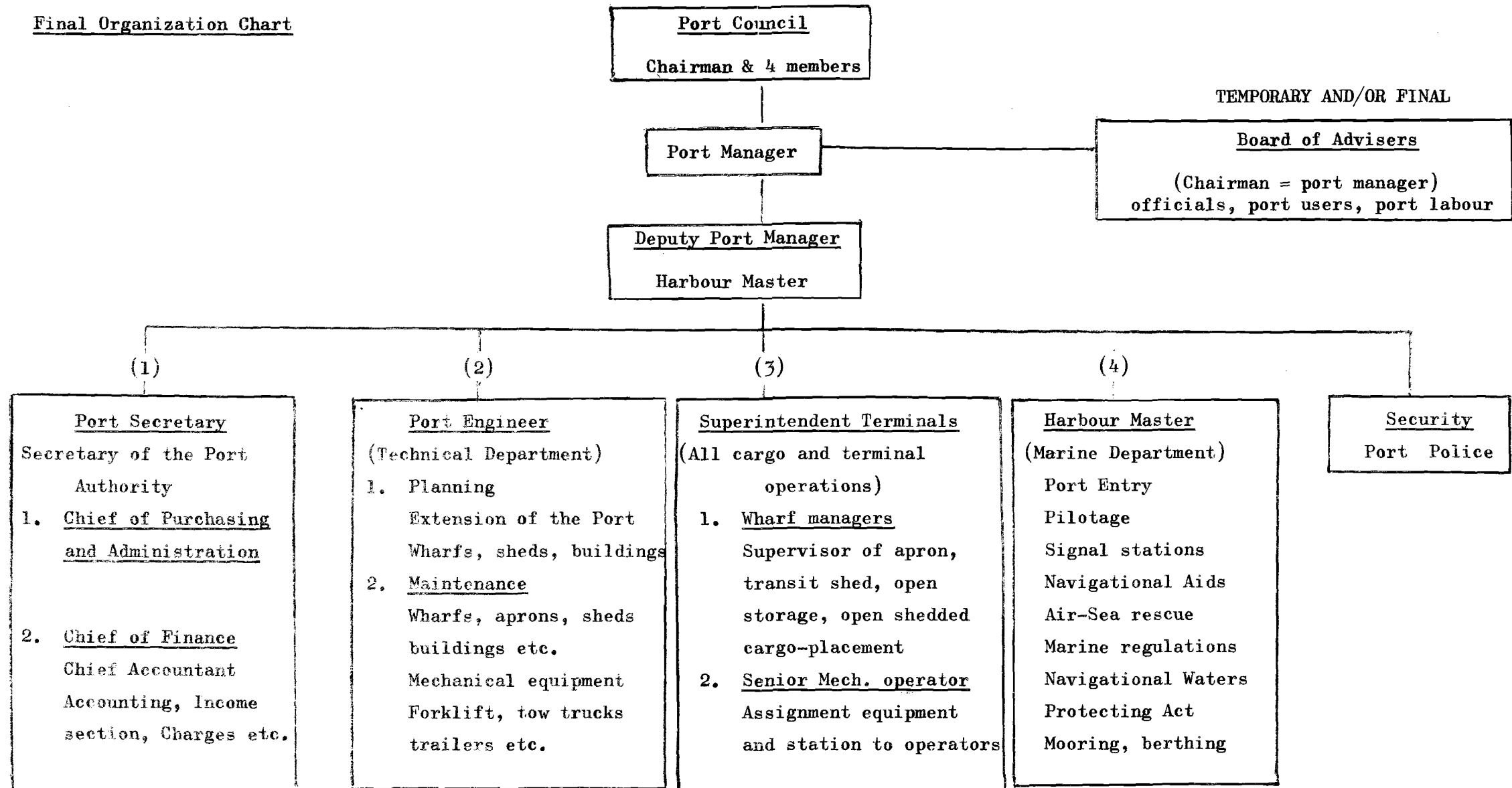
Navigational

Waters Protecting
Act

Security

Port Police

Final Organization Chart



1. Chief of Purchasing
and Administration
(Administration Department)

Lawyer

Preparation of Committee

Agenda's

Minutes reports

Correspondence

Records

Telephones

Estate Matters

Preparation of

Agreements

Leases

Purchasing of all matters
necessary for the management
of the port

Appendix No. VI

Deputy Port Manager
Harbour Master

(1)

Port Secretary
Secretary
of the Port Authority

2. Chief of Finance
(Finance Department)

Chief Accountant

Accounting Section

Preparation finance of
Annual costs
Budget costs.

Income Section

Charges
Account and
Receivable Cash

Statistics

Expenditure Section

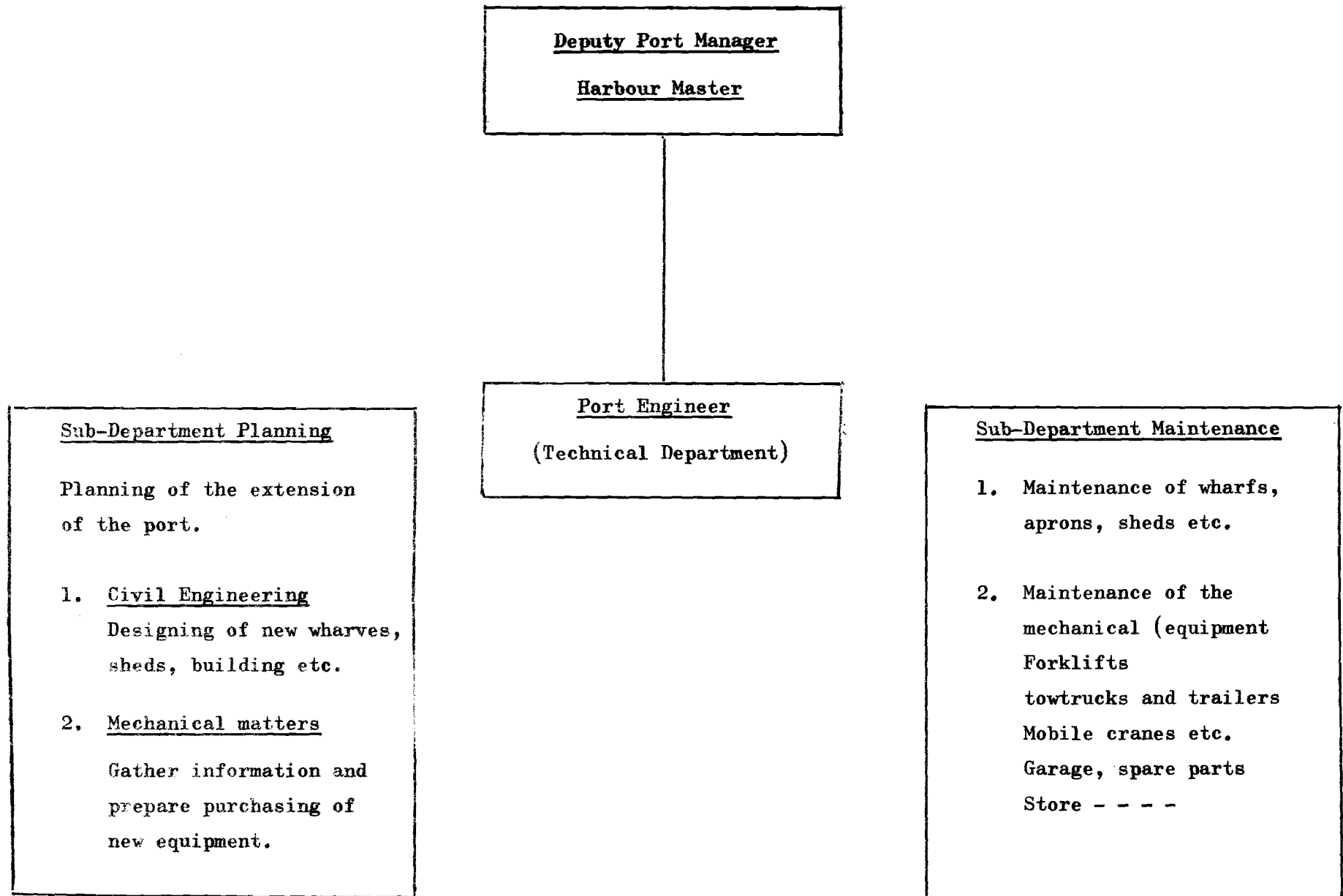
Pay all employers

Store record

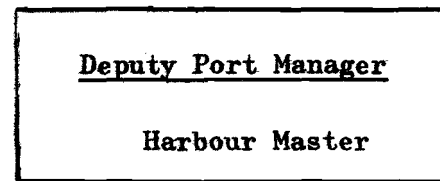
Accounts payable

Internal Audit Section

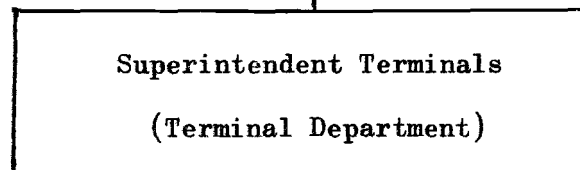
Collection of all
Port Dues, tonnage
dues etc.
Equipment for hire



Appendix VIII



(3)



Sub-department Wharfs

Wharf managers (I, II, III)

Supervisors of:

Aprons (I, II, III)

Transit sheds (I, II, III)

Open Storage (I, II, III)

Open cargo placement (I, II)

Warehouses

Tally clerks

Shed Labour

Dock foreman

Dock Labour

Sub-Department Mech. Equipment

Chief operator

(Senior Mechanical Operator)

Assignment Equipment

and Stations to operators

Forklift Operators

Towtruck operators

Mob. crane operators

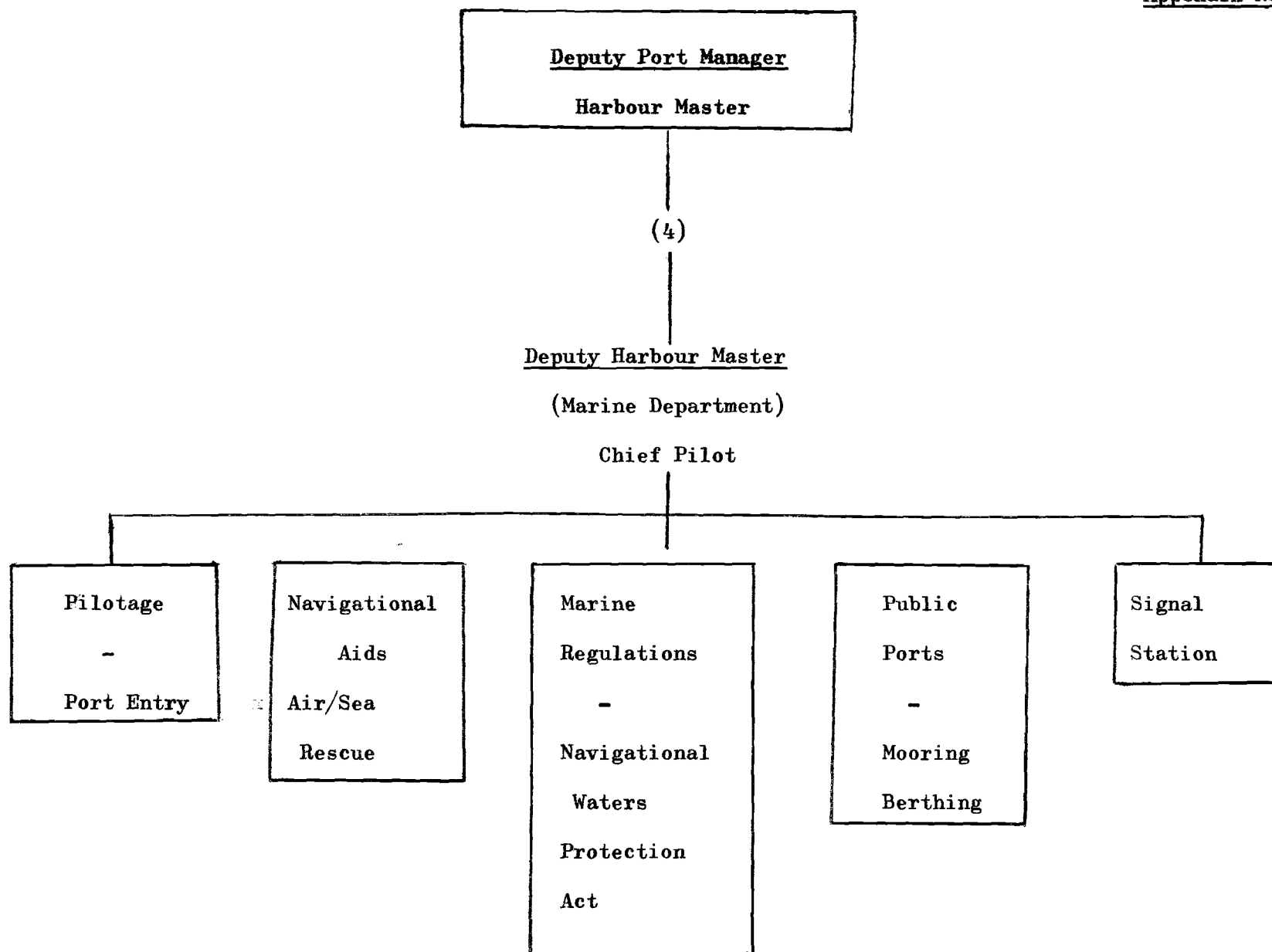
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GUIDE FOR OPTIMAL PLANNING

1. Preparatory activities

Advance notice of arrival:

Ship captain

Notification of port manager
with advance copies of documents

Co-ordination of reception

Port manager

Practice

Customs, health,
immigration

Preparation of equipment and shed space

Wharf manager,
stevedore crews

Mechanical equipment, transit sheds,
services and utilities

2. Arrival at berth

Entry

Pilot

3. Unloading

Passengers, baggage,
mail, cargo;

Wharf manager,
stevedore crews.

Transfer of cargo to sheds
Trans-shipment

4. Clearance after unloading

Cargo

Checkers

Port charges

Accounting department

GUIDE FOR ORGANIZATION OF A PORT AUTHORITY

1. Ports and Harbour Acts

(Proclamation of Public Harbours
by the House of Assembly)

2. Act for the Port Authority of
(Act to provide the Establishment of the
Port Authority of)

Assented date
by (Queen/Governor?))

3. Terminal Operations

(Regulation/Prescription)

4. Port Security

(Regulation)

5. Castries, St. Lucia

Port Authority

Bye-Law No. 1

(Encompassing all legal aspects of Port operation,
Management and Port administration).

- Port regulations

Application for Licence etc.

Grant of Licence

Supplemental (Fencing and railing, mooring facilities,
Landing steps for boats, Life-saving appliances,
Lights on piers, Inspection Fees and other dues etc.
etc.)

- Docks and Premises Bye-Laws

Mooring of ships

Loading and discharging cargo

Prevention of fire

Admission of Persons to Quays, Wharves and Premises
and their conduct whilst therein

Animals, Vehicles and drivers

Penalty for breach of Bye-Laws.

6. Dues and Rates Regulations (All Tariffs)

Part I - Harbour Dues

- Passengers, Animals, Cargo (Unshipped, Shipped, Reshipped and Transhipped)
- Exemptions from Harbour Dues
- Dues on ships using a port
 - Light and Buoyage Dues, Anchorage Dues, Mooring Dues, Berthing Dues, Berthage Dues, Pilotage Dues.
- Shore Handling Rates

Part II - Wharfage Rates

Part III - Storage Rates

Imports, Goods Transhipped or Overlanded, Exports
Conditions Applying to Storage Rates

Part IV - Mechanical Equipment Rates

Part V - Crane Rates

Part VI - Towage Rates

Part VII - Fresh Water Rates

Part VIII - Other Services

7. Organization Charts

Transitional to 1973 - future.

